



The Secretary of Energy

Washington, DC 20585

January 14, 2004

MEMORANDUM FOR HEADS OF DEPARTMENTAL ELEMENTS

FROM: KYLE E. McSLARROW

SUBJECT: Hispanic Employment Plan

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Secretary Abraham and I have strongly supported equal employment opportunity at the Department of Energy (DOE), and have committed the Department to becoming an employer of choice for all qualified employees and potential employees.

Notably, Hispanics are not represented in the DOE workforce in proportion to their numbers in the civilian workforce. Therefore, Secretary Abraham asked the Directors of the Office of Management, Budget and Evaluation and the Office of Economic Impact and Diversity to prepare a Department-wide plan that seeks to identify the reasons Hispanics are not represented in the DOE workforce in proportion to their numbers in the civilian workforce and proposes methods of breaking down any artificial barriers to the recruitment and hiring of Hispanics. The Secretary has approved the result of their efforts--the attached Department of Energy Hispanic Employment Plan (HEP).

This Plan also meets Secretary Abraham's request, by establishing a path forward to address Hispanic under-representation in the Department by proposing methods to break down artificial barriers to the recruitment and hiring of Hispanics. Establishing this path forward is a specific milestone in our "road to Green" for the Strategic Management of Human Capital initiative of the President's Management Agenda. The Plan should be integrated as appropriate, as part of your organization's Human Capital Strategy, Business Vision, and Workforce Plan.

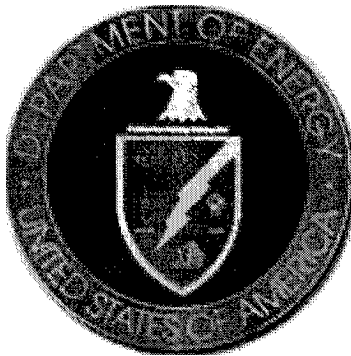
In support of the implementation of this Plan, please take the following specific actions:

1. Identify within your organization an Hispanic Employment Coordinator. This individual will work with DOE's National Hispanic Employment Program Manager to coordinate your organization's support of the HEP and ensure that the HEP is part of your workforce planning process. Please provide the name of this individual to the DOE National Hispanic Employment Program Manager, Jeffrey Vargas, at Jeffrey.vargas@hq.doe.gov or by phone at 202-586-3039. Please provide this information by close of business, February 4, 2004.
2. Share the attached Plan with those management and operating contractors over which you have cognizance, and encourage them to embrace similar efforts for their own workforce.

Thank you for your continued support and commitment to this important endeavor. If you or your staff have any questions, please feel free to contact Mr. Jeffrey Vargas, Office of Human Resources Management, on (202) 586-3039.

Attachment

United States Department of Energy



Hispanic Employment Plan *"Paving the Way for Change"*

December 2003

FOREWORD:

"We are all capable of change and growth; we just need to know where to begin."

Blaine Lee, Ph.D

The Power Principle, Influence with Honor, 1997

The workforce of the Federal Government is rapidly changing. Baby boomers who have enjoyed careers in the Federal service will soon be retiring. Agencies, including the U.S. Department of Energy (DOE), are attempting to meet the challenges of a changing workforce (also known as the Strategic Management of Human Capital) by instituting policies that address disparities in workforce demographics and meet the impending "wave of retirements."

According to the Office of Personnel Management (OPM), more than 30% of all Federal employees and 50% of those in the Senior Executive Service (SES) will be eligible to retire by Fiscal Year 2005.¹ Because such a mass exodus of leadership and experience could have a direct effect on the Federal government's ability to meet its mission critical needs, President George W. Bush listed the Strategic Management of Human Capital as one of his Administration's top five government-wide management priorities (commonly known as the President's Management Agenda).²

To help agencies design and develop effective programs to meet the challenges associated with the Strategic Management of Human Capital, the Office of Management and Budget (OMB) provided agencies with the following core criteria against which agency progress will be measured':

- Strategic use of existing personnel flexibilities tools and technology.
- Implementation of effective succession plans.

HISPANIC EMPLOYMENT: A FOCUS IN THE FEDERAL GOVERNMENT

OPM has identified Hispanic Federal employment as an area of focus for agencies when developing their plans for the Strategic Management of Human Capital, in part because Hispanics are, with respect to total employment, the only minority group that is not represented in the Federal Government workforce in at least as great a proportion as it is represented in the overall Civilian Labor Force (CLF). In September 2002, Hispanics comprised 6.6% of the Federal workforce and 11.8% of the CLF.⁴ As of March 2002, OPM reported Hispanic employment at DOE at 5.5%.⁵

Supporting the government-wide focused effort to address Hispanic under-representation is Executive Order 13171 (Hispanic Federal Employment). This Executive Order, signed in October 2000, calls for Executive Departments and Agencies to "...establish and maintain a program for the recruitment and career development of Hispanics in Federal employment. In its program, each agency shall provide a plan for recruiting Hispanics that creates a fully diverse workforce for the agency in the 21st century..."⁶

¹ OPM Federal Employment Statistics, September 2000

² President George W. Bush Management Priorities, August 2001

³ OMB M-02-02, President's Management Agenda, Standards for Success, October 2002

⁴ OPM Federal Employment Statistics, September 2002

⁵ OPM Statistical Report on Hispanic Employment in Federal Agencies, December 2002

⁶ Executive Order 13171, Section 2, 2(a) October 2000

In October 2001, OPM took the lead in implementing this Executive Order through the establishment of an Interagency Task Force on Hispanic Federal Employment and the development and issuance of an annual report to the President on Hispanic federal employment.

Steps taken by Secretary Spencer Abraham that address both Strategic Management of Human Capital and the representation of Hispanics in the DOE workforce include a review of diversity practices at the Department's former Albuquerque Operations Office (AL),⁷ a call for a Department-wide diversity review, and a Human Capital Management Summit.

The AL report outlined the need to improve internal communications, and improve the Department's design, development and implementation of diversity programs, including programs that address the employment of Hispanics.⁸

On June 25, 2002, as a follow-up to the President's Management Agenda, the AL and Department-wide Diversity Reviews, and the Human Capital Management Summit, Secretary Abraham issued a *Policy Statement on Implementation of the President's Strategic Human Capital Management Program with Respect to Hispanics*. In this Policy Statement, Secretary Abraham reinforced DOE's commitment to furthering the objectives of Executive Order 13171 by "...[doing] whatever we can to make sure that we are not imposing artificial barriers to the recruitment or hiring of Hispanic-heritage Americans and that we are reaching out appropriately in our recruitment and hiring efforts..."⁹ The Policy statement called for the preparation of a "...Department-wide Plan that seeks to identify the reasons Hispanics are not represented in the DOE workforce in proportion to their numbers in the civilian workforce, and that proposes methods of breaking down any artificial barriers to the recruitment and hiring of Hispanic-heritage Americans..."

This document, the Department of Energy Hispanic Employment Plan (HEP), carries out the Secretaries' directive, and also represents an integral part of the Department's implementation of the President's Management Agenda, and the implementation of DOE's Strategic Management of Human Capital.

The development and implementation of a DOE Hispanic Employment Plan (HEP) helps DOE in its Strategic Management of Human Capital while simultaneously addressing the issue of under representation of Hispanic Americans in the DOE workforce.

The HEP will serve as a Department-wide plan that: 1) identifies the reasons Hispanics are not represented in the DOE workforce in proportion to their numbers in the civilian workforce; and 2) proposes methods of breaking down artificial barriers to the recruitment and hiring of Hispanic Americans. The Plan is both prepared and jointly supported by the DOE Office of Management, Budget and Evaluation, and the DOE Office of Economic Impact and Diversity.

⁷More than 40% of the Department's Hispanic employees work in Departmental elements that formerly comprised AL.

⁸Albuquerque Diversity Review, October 2001

⁹Spencer Abraham, *Policy Statement and Implementation of the President's Strategic Human Capital Management Program with Respect to Hispanics*, June 2002

"Without the infusion of talented and able recruits - especially Hispanic Americans - we won't be able to fill the gap left by these retiring workers."

Energy Secretary Spencer Abraham
June 26, 2002
League of United Latin American Citizens Membership Luncheon

HISTORICAL BACKGROUND OF HISPANIC FEDERAL EMPLOYMENT:

Hispanic Federal employment was first emphasized in 1970 with the development and issuance of President Nixon's Sixteen-Point Program for Spanish Speakers. The original program outlined 16 steps that the former Civil Service Commission (CSC) and other agencies could undertake to ensure equal opportunity in Federal employment for Hispanics. Issued initially as a press release, it was incorporated into regulation by the CSC (now OPM) on January 23, 1973. The Sixteen Point Program eventually evolved into the Federal government's Hispanic Employment Program.

In September 1997, OPM issued a "Nine-Point Plan" to increase Hispanic Federal employment. In 1999, following the issuance of the Nine-Point Plan, the President's Management Council (PMC) issued a report to OPM on Hispanic Federal employment. That report, as well as the Nine-Point Plan, outlined specific actions agencies should take to act quickly and responsibly in addressing the fact that Hispanics were not represented in the Federal workforce in proportion to their numbers in the CLF, including implementing aggressive recruitment plans.

In October 2000, President Clinton issued Executive Order 13171. In October 2001, President Bush directed OPM to establish an Interagency Taskforce on Hispanic Federal Employment, and to develop an annual report for the President on Hispanic Federal employment.

THE CURRENT STATUS:

Hispanic Americans play a significant role in the population growth of the United States, and increasingly serve in professional, managerial and technical positions. According to the U.S. Census Bureau, the Hispanic population soared from 22.4 million in 1990 to 32.8 million (12.0% of the U.S. population) in 2001.¹⁰ Census data suggests that Hispanic Americans are the fastest growing minority group in America, and will continue to exceed the growth rates of other groups for the next 50 years. It is estimated that, by the year 2050, 1 out of every 4 Americans will be of Hispanic ancestry.¹¹

Despite large increases in the number of Hispanics in the overall U.S. population, Hispanic employment within the Federal Government has not increased significantly in absolute numbers in the last decade, even though it has increased in percentage terms. In 1990, 5.4% of the

¹⁰ U.S. Census Bureau, "The Hispanic Population" (March 2001)

¹¹ U.S. Census Bureau, "Population Projections of the United States by Age, Sex, Race and Hispanic Origin, 1995 to 2050," "Current Population Reports P25-1130 (February, 1996), p. 12.

Federal workforce (115,170 individuals) were Hispanics. By September 2000 that number had increased just over one percent to 6.7 % (115,247 individuals).¹²

The percentage of Hispanics within the DOE workforce also has steadily increased over the course of the last decade, at approximately the same rate as in the overall Federal workforce. In 1992, Hispanics represented 4.75% of the total DOE workforce. By 2002, Hispanics represented 5.7% of the DOE workforce.

Still, and just as with the Federal workforce at large, the absolute number of Hispanic employees working at DOE has not increased significantly in the last decade. As noted above, the number of Hispanics employees within the Federal workforce remained virtually the same from 1990, and the same was true for the DOE workforce from 1992 to 2002; the percentage increase in Hispanics has occurred as a result of the overall number of employees declining, while the number of Hispanic employees has remained constant.

Moreover, the percentage of Hispanics in both the overall Federal workforce and the DOE workforce still is less than the percentage of Hispanics in the 1990 CLF (8.1 %). The estimated number of Hispanics in the 2002 CLF (due to be released by the Equal Employment Opportunity Commission in the fall of 2003) is expected to increase significantly; OPM estimates that Hispanics will comprise approximately 11.9% of the 2000 CLF. Therefore, the disparity in Hispanic representation between the Federal workforce (including the DOE workforce) and the CLF is expected to have increased, despite the percentage gains in Hispanic representation in the Federal and DOE workforces.

FACTORS CONTRIBUTING TO HISPANIC REPRESENTATION AT DOE:

Downsizing has played a part in the Department's inability to address the fact that Hispanics are not represented in the DOE workforce in the same proportion they are represented in the CLF. DOE's workforce was reduced 26% from 1995-2001. In many Departmental organizations, downsizing decisions were required by significant budget reductions, leaving many Program Offices unable to retain and recruit personnel, including Hispanics.

In addition, the 2001 *Report to the President on the Implementation of Executive Order 13171 Hispanic Federal Employment*, issued by OPM, identified Federal barriers to Hispanic employment. These include the following:

- Inability to make on-the-spot offers. The competition for Hispanics with technical and scientific backgrounds is intense. Agencies are at a competitive disadvantage when they do not have adequate authorities within their Human Resources offices to make interested parties on-the-spot job offers. Currently, government-wide regulations preclude this option.
- Agency reluctance to use recruitment incentives for any population (including Hispanic applicants), such as recruitment bonuses, retention allowance, and student loan repayment.
- High number of positions advertised as "Competitive Status Federal Employment Only," often referred to as "Status Only" positions.¹³ This advertisement option

¹² OPM Federal Employment Statistics, September 2000

denies qualified persons in the private sector, including Hispanics, the opportunity to apply for Federal positions. A review conducted by the DOE Office of Human Resources Management in July 2002, indicated that more than 70% of DOE vacancies were available for "Status Only" candidates, effectively eliminating recruitment from the private sector and often times from other Federal agencies.

- Finally, and although it has been beyond the scope of the review leading up to preparation of the HEP, it is quite possible that differences between the representation of various occupations at DOE and the representation of those occupations in the Federal workforce and the overall CLF, account for a significant portion of the disparity in Hispanic representation between the DOE, Federal and civilian workforces. For example, a significant portion of the DOE workforce is in the scientific or technical positions, and it is likely that DOE has a greater percentage of employees in those positions than does the Federal workforce or CLF. It has not been possible for DOE to analyze and determine whether the percentage of Hispanics employed at DOE in particular occupational series is greater or less than the representation of Hispanics in those occupational series within the Federal workforce and CLF. As noted below, an occupation-by-occupation analysis of DOE's workforce will be completed at a later date.

WORKFORCE ANALYSIS:

In a recent study that analyzes the Race and National Origin of the Department's workforce Hispanics were not represented in the DOE workforce in proportion to their representation in the CLF in a number of employment categories/groups, including (but not limited to); (110) Economist; (511) Auditing; (810) Civil Engineering; (855) Electrical Engineering; (1301) General Physical Scientist; (340) Program Management (334), and Computer Specialists (2210).

An occupation-by-occupation analysis is not included in this document, in part because the CLF data used by the Equal Employment Opportunity Commission (EEOC), the data against which DOE would compare its workforce, was derived from the 1990 census. This data does not reflect the population growth of more than 12 million Hispanic Americans in the United States. Therefore, a comparison of DOE's current employment picture against EEOC's 1990 data cannot be used as an accurate indicator of workforce demographics. In the fall of 2003, EEOC will release an updated CLF. When the new CLF is released, DOE will complete an analysis of DOE's Hispanic workforce compared to the latest CLF figures.

¹³ "Competitive Status" refers to a person's basic eligibility for assignment (for example, by transfer, promotion, reassignment, demotion, or reinstatement) to a position in the competitive service without having to compete with members of the general public in an open competitive examination. Once acquired, status belongs to the individual, not to the position. 5 U.S.C. S 3304(a)

DOE INITIATIVES TO ELIMINATE ARTIFICIAL BARRIERS:

Subsequent to the July 2001 Human Capital Management Summit (a summit of top-level DOE managers), former Deputy Secretary Frank Blake instructed Departmental leaders to develop five major short-term Human Capital Management initiatives:

- Diversity Training
- Corporate Outreach
- DOE-wide Mentoring
- DOE-wide Intern Program
- DOE-wide Senior Executive Service Developmental Program

These initiatives address building the talents and skills of current DOE employees and attracting individuals to the Department. Many of these initiatives have been designed and "rolled out". One of the major objectives of the Hispanic Employment Plan is to ensure that the applications of these initiatives are conducted in a manner that will effectively address barriers to the employment of Hispanics.

THE DOE HISPANIC EMPLOYMENT PLAN:

The Department's Hispanic Employment Plan has been developed in response to Executive Order 13171 and Secretary Abraham's June 25, 2002, *Policy Statement on Implementation of the President's Strategic Human Capital Management Program with Respect to Hispanics*. This plan will support the Department's Affirmative Employment Plan (AEP) and the Federal Equal Opportunity Recruitment Program (FEORP).

The HEP Action Outline identifies specific barriers/issues and DOE actions. Specific references to the requirements under Executive Orders are also included. The Action Outline is broken down into four areas of concentration: Accountability, Hiring and Recruitment, Training and Employee Development, and Outreach.

CONTACT INFORMATION:

The Department of Energy welcomes your questions and comments on the HEP. Please contact Jeffrey Vargas, National Hispanic Employment Program Manager at 202-586-3039, or by email at Jeffrey.vargas@hq.doe.gov.

ADDITIONAL WEB-BASED RESOURCES:

- U.S. Hispanic Population Facts and Figures, Census 2000
<http://www.census.gov/population/www/socdemo/hispanic/hoOO.html>
- Report to the President on Hispanic Employment in the Federal Government
<http://www.opm.gov/diversity/hispanic/2001/Report2Pres01.htm>
- Executive Order 13171 <http://www.opm.gov/eo/13171.htm>

- National Council of Hispanic Employment Program Managers
<http://www.nationalcouncilhepm.com>
- National Hispanic Employment Program Managers Library
<http://hepmlibrary.tripod.com>

OTHER RESOURCES:

In the last several years, DOE has conducted several reports/studies to determine issues and causes associated with representation of minority and female employees, including Hispanics in the DOE workforce. Many of the issues outlined in these reports track with other governmental and private sector studies that outline government-wide challenges to recruit, hire, train and retain a quality workforce. Below is a listing of sources used to help determine the reasons Hispanics are not represented in the DOE workforce in the same proportion they are represented in the CLF. Additionally, many of these reports outline solutions to meet the issues of under-representation.

- **DOE**
 - Remarks, Energy Secretary Spencer Abraham, League of United Latin American Citizens Conference, 2002
 - Department of Energy Inspector General Report: Recruitment and Retention of Scientific and Technical Personnel, 2001
 - Department of Energy Hispanic Employment Plan, 1999
 - Department of Energy Hispanic Outreach Initiative, "Partnering for the Future", 1996
- **EXTERNAL**
 - Office of Personnel Management, Report to the President on the Implementation of Executive Order 13171, October 2001
 - Office of Personnel Management, Report to the President on the Implementation of Executive Order 13171, October 2002
 - Summary of Human Resources Management Research by the National Academy of Public Administration, July 17, 2002
 - Remarks by Paul Vocker, Chairman of the National Commission on the Public Service, July, 2002
 - Partnership for Public Service, Report: Winning the War for Talent to Win the War on Terror, July 2002

HEP ACTION OUTLINE

1. ACCOUNTABILITY

ISSUES: *Lack of a DOE Hispanic employment policy statement and employment plan that includes an implementation plan; lack of high-level support; lack of specific Hispanic employment program goals, measures, and tracking methodology.*

EXECUTIVE ORDER DIRECTIVE: *Assess and eliminate any systemic barriers to the effective recruitment and consideration of Hispanics. **Section 2(b), Executive Order 13171.***

*Ensure that performance plans for senior executives, managers, and supervisors include specific language related to significant accomplishments on diversity recruitment and career development and that accountability is predicated on those plans. **Section 2 (e), Executive Order 13171.***

DOE ACTIONS:

- On June 25, 2002, Secretary Abraham issued a Policy Statement on the Implementation of the President's Strategic Human Capital Management Program with Respect to Hispanics.
- Provide all Heads of Departmental Elements with a copy of the Policy Statement, Hispanic Employment Plan, and Executive Order 13171.
- Ensure all Program Office recruitment efforts effectively analyze, address, and plan for outreach to Hispanics.
- Establish an internal and external distribution system for Hispanic employment workforce data.
- Establish baseline of Hispanic applicants and establish action plan to increase awareness by Hispanics of DOE employment opportunities.
- Develop an intranet student questionnaire database of individuals interested in DOE jobs, in order to provide DOE hiring officials with access to individuals who are interested in securing entry-level positions.
- Coordinate and develop, with DOE's National Hispanic Employment Program Mangers, DOE's annual report to the White House on the Department's activities in support of Executive Order 13171.

2. **HIRING AND RECRUITMENT**

ISSUES: *Not connecting with pools of potential applicants (Hispanics who are members of -- or are affiliated with -- various professional associations); the inability to make timely job offers in a manner that is competitive with the private sector; managerial reluctance to use recruitment incentives, including recruitment bonus, retention allowance, and student loan repayment; and a high number of positions that are only available to candidates who are already Federal employees.*

EXECUTIVE ORDER DIRECTIVE: *Establish and maintain a program for the recruitment and career development of Hispanics in Federal employment. **Section 2, Executive Order 13171.***

DOE ACTIONS:

- Establish a Departmental Hispanic Employment Program, led by a full-time National Hispanic Employment Program Manager (NHEPM).
- Establish the DOE National Hispanic Employment Program Manager's Advisory Council (NHEPMAC), and an Hispanic Employment Program Manager (collateral duty) at each DOE Field Site and Headquarters Program Office.
- Conduct an ongoing outreach and recruitment campaign in coordination with the NHEPMAC, DOE Program Offices, and Field Offices, to recruit individuals into entry level positions by using, to the maximum extent possible, all available hiring flexibilities that will expedite the hiring process.
- Provide training to Program Offices, Field Offices and HEPMs on how to develop and implement an effective Hispanic recruitment strategy, including the implementation of administrative flexibilities, and dealing with cultural and language issues.
- Encourage Program Office and Field Office participation in the Presidential Management Intern Program (PMI).
- Encourage Hispanic student participation in Special Employment Programs, such as the Career Intern Program (CIP) and the Student Career Experience Program (SCEP).
- Reestablish and maximize relationships with National Hispanic Organizations involved in recruitment and outreach (e.g., Society of Hispanic Professional Engineers, National Association of Hispanic Federal Executives, Hispanic Scholarship Fund Institute, League of United Latin American Citizens, National Association of Mexican American Rights, Hispanic Association of Colleges and Universities, etc.).
- Encourage senior level Hispanic and other minority employees to participate in Agency-administered Executive Resources Boards, Performance Review Boards, OPM administered Qualification Review Boards, and SES Selection Panels.

- To the extent it is appropriate and consistent with law and applicable collective bargaining agreements, limit the advertisement of open positions as "Status Only."

3. **TRAINING AND EMPLOYEE DEVELOPMENT**

ISSUES: *Lack of marketing of career development program successes/outcomes; lack of participation in the DOE Online Learning Center; lack of targeted recruitment of Hispanics into career development programs; lack of strategic planning to address diversity issues, including Hispanic career development in workforce planning.*

EXECUTIVE ORDER DIRECTIVE: *Promote participation of Hispanic employees in management, leadership, and career development programs. Section 2 (d), Executive Order 13171.*

DOE ACTIONS:

- Host informational workshops for DOE Hispanic employees on USDA Graduate School and other developmental programs (including the Federal Executive Institute, OPM Management Centers, and participation in DOE and other Senior Executive Service Candidate Development Programs).
- Encourage, when applicable, the use of DOE's Online Learning Center to supplement the participation of Hispanics in formal developmental programs.
- Require incorporation of career development programs in all appropriate DOE work plans to encourage, track and increase participation of Hispanics.

4. **OUTREACH**

ISSUES: *Insufficient resources for Hispanic outreach; lack of linking of existing resources to outreach opportunities; lack of goals, measures and systems of accountability to ensure Program Office and Field Site participation.*

EXECUTIVE ORDER DIRECTIVE: *Improve outreach efforts to include organizations outside the Federal Government in order to increase the number of Hispanic candidates in the selection pool for the Senior Executive Service. Section 2 (c), Section 3, Executive Order 13171.*

DOE ACTIONS

- Encourage outreach efforts to Hispanic students to make them aware of DOE careers and job opportunities.
- Link DOEJOBS to the home page of the National Hispanic Employment Program Managers Advisory Council (NHEPMAC) and other sites frequented by Hispanic Americans interested in Federal service.
- In coordination with a Program Office or Field Site that currently funds a project with an Hispanic Serving Institution (HSI), conduct at that institution a workshop entitled: "How to Obtain a Federal Job" (application and hiring process).

- Support three or more Program Office & Field Site interactions with the Hispanic community and HSIs, including (but not limited to): Hispanic Heritage Month activities; DOE Hispanic Youth Symposium; the Hispanic Science and Engineering Technology Week; and activities that encourage DOE partnerships with local chapters of national Hispanic organizations.
- Coordinate visits with predominately Hispanic high schools during the National Hispanic Employment Program Managers Advisory Council semi-annual meetings.
- Assist in the coordination of DOE National Hispanic Heritage Month (HHM) activities and provide support for Field Site and Program Office HHM activities.